



Safety

## OPERATIONAL RISK MANAGEMENT PROGRAM

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This instruction implements AFPD 91-2, *Safety Programs*. It establishes the requirement for developing and managing tailored, mission specific operational risk management (ORM) programs throughout the Air Force. It assigns responsibilities for program elements and contains program management information. Major commands (MAJCOM), direct reporting units (DRU), and field operating agencies (FOA) are responsible for establishing and managing their respective programs according to the standardized program elements described in this instruction. It applies to all Air Force personnel and functional areas, including the Air Force Reserve and Air National Guard.

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#### Section A—ORM Program Description

**1. Definition, Purpose, and Scope.** ORM is a logic-based, common sense approach to making calculated decisions on human, materiel, and environmental factors before, during, and after Air Force operations. It enables commanders, functional managers and supervisors to maximize operational capabilities while minimizing risks by applying a simple, systematic process appropriate for all personnel and Air Force functions. It will enhance mission effectiveness at all levels, while preserving assets and safeguarding health and welfare.

#### 2. Goals and Objectives.

- 2.1. Integrate ORM into Air Force Doctrine and Planning at all levels.
- 2.2. Execute missions and tasks using the ORM Process.
- 2.3. ORM Objectives:
  - 2.3.1. Accept no unnecessary risk.
  - 2.3.2. Make risk decisions at the appropriate level to establish clear accountability.
  - 2.3.3. Accept risk when benefits outweigh the costs.

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**3. Fundamental Principles.** The guiding principles of the Air Force ORM Program are outlined below. Introduction to these principles begins with the member's initial Air Force training and is continuously built upon throughout the person's career. ORM:

- 3.1. Is a comprehensive system for improving individual and unit performance.
- 3.2. Is tailored to the mission needs and operational requirements of implementing MAJCOMs (including ANG and AFRES), DRUs, and FOAs.
- 3.3. Provides training and tools to develop and enhance proactive attitudes and understand at-risk behaviors and activities related to the mission, safety, training, and off-duty pursuits.
- 3.4. Is a continuous, sequential methodology consisting of a basic number of steps that define a process. The number of steps may vary relative to mission requirements (five, six, etc.). Individuals, risk assessment teams, and safety people identify hazards through the ORM process. The following is a description of a six-step process.
  - 3.4.1. Identify the Hazard. Hazard can be defined as any real or potential condition that can cause injury, illness, or death to personnel, or damage to or loss of equipment or property. The dimensions of a hazard are not confined, nor do they have limits.
  - 3.4.2. Assess the Risk. Risk is the probability and severity of loss linked to the hazard. Assessment is the detection of hazards and the application of measurement to the level of risk they represent. The assessment step in the process quantifies probability, severity, and cost.
  - 3.4.3. Analyze Risk Control Measures. Investigate specific strategies and tools that reduce or eliminate risk.
  - 3.4.4. Make Control Decisions. Decision makers deal with risk by accepting, avoiding, reducing, spreading, or transferring it. This requires the expenditure of assets: money, time, procedures, regulations, training, materials, facilities, manpower, or policy.
  - 3.4.5. Risk Control Implementation. Once control strategies have been analyzed, an implementation strategy needs to be developed and then applied by management and the work force.
  - 3.4.6. Supervise and Review. ORM is a process that continues throughout the life cycle of the system, mission or activity. Once controls are in place, then the process must be scrutinized to determine its effectiveness.
- 3.5. Requires the active participation of all USAF personnel at all levels of command, both on and off duty.
- 3.6. Requires periodic review of mission performance to measure risk control effectiveness.

### **Section B—Program Management**

**4. Program Responsibilities.** Overall program guidelines for the ORM process will be provided to MAJCOMs (including ANG and AFRES), DRUs, and FOAs through AFPAM 91-214, *Managing Risk and Operational Decision Making*, which is intended for use by commanders, supervisors, managers and safety personnel trained in ORM process techniques. It provides guidance, procedures, techniques, tools, and examples, for implementation and execution of the ORM program.

4.1. ORM Steering Committee. An ORM Steering Committee will be established to review ORM program requirements, terminology, core program elements, and training. This committee, chaired by the Air Force Chief of Safety, will be made up of a representative from each MAJCOM (including ANG and AFRES) and the Air Force Safety Center (AFSC) ORM Program Manager. The committee will meet as required.

4.1.1. Subgroups will be established as necessary to address specific program elements. Subgroup participants will be identified by the US Air Force ORM Steering Committee.

4.1.2. AFSC will lead US Air Force research and study into new developments in risk management within DoD, government, and private industry for program improvements and innovations. The AFSC ORM Program Manager will serve as the clearing house for ORM related research, publications, etc., and will update and provide to commands ORM publications as necessary.

4.2. Higher Headquarters Commanders. MAJCOM (including ANG and AFRES), DRU, and FOA commanders will direct the development of command programs that implement the Air Force ORM program. Command programs will be tailored to meet organizational mission needs using the guidelines of this AFI and AFPAM 91-214.

4.3. ORM Program Managers. Each MAJCOM (including ANG and AFRES), DRU, and FOA will appoint an ORM program manager to manage the program. The program manager should be responsible for:

- 4.3.1. Providing program oversight.
- 4.3.2. Supervising development of command unique ORM courseware.
- 4.3.3. Collecting and sending out supporting courseware information.
- 4.3.4. Reviewing and evaluating unit level programs.
- 4.3.5. Correlating evaluations and measurements to assess program health and any required corrective action.
- 4.3.6. Interacting with AFSC to ensure continuity and standardization across the training continuum.

4.4. Command Steering Committees. MAJCOMs (including ANG and AFRES), DRUs, and FOAs should establish command steering committees to carry out ORM program oversight and support tasks. Commanders will determine the appropriate Chair

for their steering committee. Each MAJCOM (including ANG and AFRES), DRU, and FOA ORM steering committee should include representation as directed by the commander.

4.5. Air Education and Training Command (AETC). AETC will develop and incorporate ORM training curricula into professional military training and technical schools.

### ***Section C—Program Development***

**5. Core Curriculum.** The Air Force ORM training program should begin during initial indoctrination and/or qualification training (basic training, AFROTC, USAFA, OTS, direct commission programs, etc.) within a respective career field and continue throughout a member's technical and professional development. The program is designed to ensure standardized knowledge of fundamental concepts and use of these concepts in specific operational skills. Existing training programs will be used to the maximum extent possible to meet these objectives. Skills taught as a part of other formal training programs should complement MAJCOM (including ANG and AFRES), DRU, and FOA programs. Training in some skills may be duplicated in more than one course of instruction for the purpose of reinforcing critical concepts. AFSC will continue to research new applications of risk management and control methods for potential training applications. Training programs should include the following concepts:

5.1. Communication Skills. Skills such as unit culture assessment, empowerment, listening, self and peer critique, feedback, and efficiency of communication should be addressed. Barriers to communication should be included, such as rank, age, and position.

5.2. Risk Management Tools and Decision Making. Tools such as mishap analysis, hazard identification, various assessment methods and missionized control measures should be included.

5.3. Workload Management. This should include complacency, automation, checklist and(or) TO discipline, time management, and unit standards.

5.4. Working Knowledge of the Workplace as a Total System Process. Understand how the Man, Machine, and Media relate under Management to achieve a successful mission.

5.5. Management Tools and Techniques. ORM relies heavily on management tools and techniques such as benchmarking, brainstorming, cascading, empowerment, facilitation, flow charting, and cause and effect analysis.

5.6. Mission Planning, Review, and Process Measurement. This area must cover a mission-unique risk management process similar to that in paragraph 3.4.

**6. Supporting Information.** HQ AFSC, MAJCOM (including ANG and AFRES), DRU, and FOA safety staffs should continuously screen mishap reports for risk oversight. Safety information should be available for use at all levels of training in the development of case studies and may be sanitized, if required. HQ AFSC, MAJCOM (including ANG and AFRES), DRU, and FOA safety staffs will provide timely, current mishap data to support ORM programs.

**7. ORM Training Levels.** MAJCOMs (including ANG and AFRES), DRUs, and FOAs develop or supervise development of a training program unique to their mission. A multi-tiered application as described below can serve as a model that follows members throughout their professional and technical development. Each level of training should prepare and motivate participants for the next level of training.

7.1. Introductory or Awareness Training. This is the member's first exposure to ORM fundamentals. It is normally conducted in a formal training environment by AETC.

7.1.1. Trainees learn standard ORM terminology and fundamental concepts. Lesson plans will include a description of how ORM training is built upon throughout the individual's career.

7.1.2. Training may be accomplished through workshop or seminar format, which may include such tools as role-playing, computer-based instruction, videotape exercises and discussion groups.

7.1.3. Training must include the program concepts listed in paragraph 5.

7.2. Mission and Workplace Specific Training. Trainees learn and apply techniques in mission-oriented environments. Training is normally conducted at technical schools and within the workplace by instructors. MAJCOM's (including ANG and AFRES), DRU's, and FOA's input into course development for this training is essential for training effectiveness and smooth transition into mission specific areas.

7.3. ORM Facilitator Training. Unit personnel will be trained as facilitators specializing in ORM process skills and their application in all mission areas.

7.3.1. AFSC will provide ORM "train the trainer" instruction modules for MAJCOM (including ANG and AFRES), DRU, and FOA facilitator training. These modules will be incorporated into existing training.

7.3.2. AFSC will solicit MAJCOM inputs for consolidation into these training modules. MAJCOMs may supplement these modules to fit their requirements.

7.3.3. MAJCOMs (including ANG and AFRES), DRUs, and FOAs will cascade this training in order to imbed the process into Air Force units in a “train-the-trainer” approach. The facilitator-trainer is key to the success of the overall training program and will conduct highly interactive workshops where ORM concepts are discussed and practiced.

7.4. Supervisor ORM Training. MAJCOMs (including ANG and AFRES), DRUs, and FOAs should ensure that supervisor-level ORM training is provided. Courseware should enable supervisors to understand organizational and mission benefits of managing risk, and provide them with the knowledge to apply these principles to operational missions and tasks.

7.4.1. Commander level (wing and group) will be incorporated into AETC sponsored courses. MAJCOMs will be responsible for developing ORM training for squadron commanders.

7.4.2. Commanders are the principal advocates for the ORM program and are key decision makers in allocating assets to control risk and accept it when mission benefits dictate.

7.5. Unit Level Safety Facilitator-Trainers. These facilitator-trainers should conduct work center specific training for first level supervisors.

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